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ABSTRACT

Problems in the Canadian system of vocational training are addressed in this presentation to a special parliamentary committee by the chief executive officer of Pacific Vocational Institute (PVI). After introductory remarks on the purposes and objectives of PVI, two approaches to occupational training in Canada are discussed. The Manpower Demand Model, which projects demand for workers and limits funding for vocational programs on the basis of these projections, is described as an inappropriate method for assessing workforce and training needs, as it is overburdened with a proliferation of non-training, control-oriented agencies; makes no allowances for the state of the provincial economy; and ignores factors such as technological change, increased job complexity, and rising labor costs. In contrast, the Open Access to Training Model would allow individuals the freedom to seek, and be admitted to, any form of occupational training, unimpeded. Following recommendations for dismantling the Manpower Development Model, the Canadian apprenticeship system is discussed in terms of its role in the Manpower Demand Model and its problems. Next, a historical overview of employment patterns in Canada highlights the heavy use of immigrants in skilled occupations; economic repercussions; and government contributions to the employment problems in the country. The establishment of a mean training level for funding purposes is suggested as a way of diminishing cyclical swings within the economy. Finally, a series of recommendations for addressing Canada's socioeconomic problems and training needs is presented. (HB)

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Pacific Vocational Institute

PRESENTATION TO THE
CHAIRMAN AND MEMBERS

TASK FORCE

EMPLOYMENT OPPORTUNITIES

FOR THE '80s

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PRINCIPAL AND
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PACIFIC VOCATIONAL INSTITUTE
OCTOBER 6, 1980

PRESENTATION TO THE
SPECIAL PARLIAMENTARY COMMITTEE
TASK FORCE ON EMPLOYMENT
OPPORTUNITIES FOR THE '80s

THE HONOURABLE WARREN ALLMAND
MEMBER OF PARLIAMENT
CHAIRMAN - THE TASK FORCE COMMITTEE
HOUSE OF COMMONS
OTTAWA, ONTARIO
CANADA

MR. CHAIRMAN AND MEMBERS OF THE TASK FORCE

ON BEHALF OF THE PACIFIC VOCATIONAL INSTITUTE, I WISH TO THANK YOU AND THE MEMBERS OF THE PARLIAMENTARY TASK FORCE COMMITTEE, FOR PROVIDING THIS OPPORTUNITY FOR CONVEYING OUR VIEWS, OUR OBSERVATIONS AND OUR RECOMMENDATIONS, RELATED TO THE PURPOSES OF THE ENQUIRY.

INTRODUCTION

THE PACIFIC VOCATIONAL INSTITUTE IS A POST-SECONDARY PROVINCIAL INSTITUTE, DESIGNATED UNDER THE COLLEGES AND PROVINCIAL INSTITUTES ACT OF BRITISH COLUMBIA. THE INSTITUTE WAS ESTABLISHED ON APRIL 1, 1978 AS A RESULT OF THE INITIATIVES OF THE GOVERNMENT OF THE PROVINCE OF BRITISH COLUMBIA, WHO, I FEEL CERTAIN, HAVE RECOGNIZED THE IMPACT UPON CANADA AND THE PROVINCIAL ECONOMY OF SOME SERIOUS SHORTAGES OF SKILLED WORKERS IN MAJOR INDUSTRIES AND SMALL BUSINESSES.

THE INSTITUTE'S TRAINING PROGRAMS ARE DESIGNED TO PREPARE STUDENTS TO ENTER EMPLOYMENT, TO PROVIDE UPGRADING AND RETRAINING FOR THOSE ALREADY IN THE WORKFORCE, AND TO PROVIDE NEW AND INNOVATIVE TRAINING DELIVERY METHODS, TO MEET THE NEEDS OF CANADIANS AND THE BUSINESS/INDUSTRY COMMUNITY. IN FULFILLING THIS ROLE, THE INSTITUTE SERVES IN CO-OPERATION WITH MANY GOVERNMENTAL AGENCIES INCLUDING THE CANADA EMPLOYMENT AND IMMIGRATION COMMISSION, THE PROVINCIAL MINISTRIES OF EDUCATION, LABOUR, HEALTH, HUMAN RESOURCES AND OTHERS. THE INSTITUTE ALSO WORKS CLOSELY WITHIN A CONSULTATIVE PROCESS WITH BUSINESS, UNIONS, INDUSTRY AND NUMEROUS TRADE ADVISORY COMMITTEES, TO RESPOND TO TRAINING REQUIREMENTS FOR A SKILLED WORK-FORCE TO COMPLEMENT THE ECONOMIC DEVELOPMENT POLICIES OF THE PROVINCE AS AN IMPORTANT PART OF THE COUNTRY AS A WHOLE.

PVI IS THE LARGEST TECHNICAL-VOCATIONAL TRAINING CENTRE IN BRITISH COLUMBIA, AND IT SPECIFICALLY SERVES THE NEEDS OF STUDENTS WHO WISH TO ATTEND VOCATIONAL TRAINING PROGRAMS, FULL OR PART-TIME, TO ACHIEVE THEIR CAREER GOALS. THE INSTITUTE IS COMPOSED OF THREE MAIN CAMPUSES AND TWO CENTRES. THE THREE CAMPUSES ARE THE BURNABY CAMPUS, WITH ITS COMPREHENSIVE RANGE OF COURSE OFFERINGS; THE MAPLE RIDGE CAMPUS, WITH ITS 200 ACRE EDUCATIONAL LAND PRECINCT TO ALLOW FOR GROWTH; AND THE SEA ISLAND CAMPUS, AT VANCOUVER INTERNATIONAL AIRPORT SOUTH. TWO MAJOR TRAINING CENTRES ON THE INSTITUTE'S BURNABY CAMPUS ARE THE FOOD TRAINING CENTRE AND THE ELECTRICAL TRAINING CENTRE.

LAST YEAR THE PACIFIC VOCATIONAL INSTITUTE HAD APPROXIMATELY 20,000 STUDENT REGISTRATIONS IN A WIDE VARIETY OF TECHNICAL-VOCATIONAL-APPRENTICESHIP-CAREER-OCCUPATIONAL TRAINING PROGRAMS.

WITHOUT WISHING TO OVERSTATE OUR ROLE, SOME OF THE INSTITUTE'S MAJOR OBJECTIVES ARE BEST SUMMARIZED AS FOLLOWS:

1. TO PROVIDE QUALITY INSTRUCTION AND FACILITIES AND TO DEVELOP HIGHLY QUALIFIED GRADUATES BY THE MOST COST-EFFECTIVE MEANS.
2. TO OFFER A WIDE VARIETY OF FLEXIBLE TRAINING PROGRAMS THAT MEET THE NEEDS OF INDIVIDUALS AND THE PROVINCE AS A WHOLE.
3. TO CONTRIBUTE TO THE DEVELOPMENT OF THE STUDENT AS A PERSON, BY EMPHASIZING POSITIVE ATTITUDES TOWARD WORK, SAFETY, CAREER PLANNING AND PLACE WITHIN OUR COMPLEX AND INTER-DEPENDENT SOCIETY.
4. TO FOSTER AN AWARENESS OF THE ROLE OF THE INSTITUTE AND ITS SERVICES TO BUSINESS, INDUSTRY AND THE PROVINCE.
5. TO ASSIST THE GOVERNMENT OF THE PROVINCE OF BRITISH COLUMBIA BY PROVIDING TRAINING WITHIN PROVINCIALLY ESTABLISHED PRIORITIES, AS A SERVICE TO CAREER-MINDED STUDENTS PREPARING FOR EMPLOYMENT OPPORTUNITIES THROUGHOUT THE PROVINCE AND ELSEWHERE.

OCCUPATIONAL SKILLS FOR THE '80s

AS WE SET THE SCENE FOR SOME SPECIFICS CONCERNING REQUIREMENTS TO MEET THE NEED FOR SKILLED WORKERS OF ALL KINDS AND THE DEMANDS OF THE PRESENT DECADE, LET US CONSIDER THE GRAVE IMPEDIMENT THAT CONTROLS AND CRITICALLY INHIBITS A FREE FLOW OF CAREER-MINDED PERSONS INTO EMPLOYMENT.

I AM REFERRING DIRECTLY TO A WIDE RANGE OF SELF-INTEREST GROUPS AND AGENCIES, AND THE ARTIFICIAL BARRIERS CONFRONTING INDIVIDUAL CANADIANS, THROUGH THE USE OF THE MANPOWER DEMAND MODEL, AS OPPOSED TO THE MORE REALISTIC OPEN ACCESS TRAINING MODEL.

THE MANPOWER DEMAND MODEL IS A PLANNING MODEL. ITS ORIGIN IS BASED ON WHAT, AT FIRST, SEEMS RIGHT -- ITS EFFECT UPON INDIVIDUAL CITIZENS, THEIR FREEDOM, THE ECONOMY, PRODUCTIVITY, THE PROVINCE AND CANADA AS A WHOLE HAS BEEN UNFORTUNATE, BECAUSE TODAY'S RAPIDLY MOVING ECONOMY AND TECHNOLOGY DOES NOT CONFORM TO THE BEST OF PLANNED EVENTS.

A FEW PATCHES HERE AND THERE, ANOTHER AGENCY OR SO, AND GOVERNMENTS ASSURE US THAT THE ANOMALY OF JOBS UNFILLED, UNEMPLOYMENT STATISTICS, THE RECRUITMENT OF SKILLED WORKERS OVERSEAS, AND OUR OWN CITIZENS PREVENTED FROM ADMISSION TO TRAINING --- WILL ALL GO AWAY. HOWEVER, THE PROBLEM OF SKILL SHORTAGES IS SERIOUS AND IT WILL WORSEN, AS CANADA'S ECONOMY KEEPS IMPROVING --- AS WE KEEP CREATING NEW JOBS --- FOR OFFSHORE SKILLED WORKERS.

LET'S NOT CONFUSE MANPOWER PLANNING WITH THE APPLICATION OF THE MANPOWER DEMAND MODEL THINKING NOW SO FIRMLY ENTRENCHED IN ALL VOCATIONAL TRAINING MATTERS. MANPOWER PLANNING IS AN ESSENTIAL ACTIVITY FOR A SMALL-TO-MEDIUM SIZE COMPANY, OR FOR A CORPORATION. HOWEVER, MANPOWER PLANNING FOR A REGION IS WHERE THE VARIABLES INVOLVED BECOME DIFFICULT. WHEN SEVERAL REGIONS ARE INVOLVED, PLANNING BECOMES LESS AND LESS PRACTICAL. ON A PROVINCIAL BASIS,

THE PRACTICALITY OF PLANNING PEOPLE'S LIVES FOR THEM BECOMES STILL LESS. MANPOWER PLANNING ON A NATIONAL BASIS -- AND ACCEPTING THE PLAN AS A REALITY UPON WHICH TO BASE TRAINING, -- AS A FORECAST: A PROJECTION OF DEMAND VERSUS AVAILABILITY OF SKILLED WORKERS -- IS TOTALLY UNREALISTIC.

MR. CHAIRMAN, LET'S FURTHER EXAMINE THE MANPOWER DEMAND MODEL THAT HAS BECOME THE NORM FOR FUNDING THE TRAINING NEEDS OF PEOPLE AND THE COUNTRY.

THE DEMAND MODEL SYSTEM USES VARIABLES SUCH AS:

THE BIRTH RATE	)	
DEMOGRAPHIC FACTORS	)	
MOBILITY OF THE WORKFORCE	)	THESE ARE CALLED
MIGRATION	)	INSTRUMENTS OF
IMMIGRATION	)	MANPOWER POLICY
EMIGRATION	)	
CYCLICAL SWINGS IN THE ECONOMY	)	

THESE UNPREDICTABLES ARE FED INTO THE SYSTEM, AND THE ANSWERS THAT COME OUT ARE PLEASING TO THE SYSTEM, BUT OFTEN BASED UPON A MUTUAL EXCHANGE OF MISINFORMATION. FOR EXAMPLE, IT MAY TELL US THIS PROVINCE WILL NEED 311.8 MACHINISTS TO ENTER THE WORKFORCE OF THE PROVINCE BETWEEN 1980 - 1983. WITHOUT SPENDING MILLIONS UPON MILLIONS TO EXCHANGE THAT KIND OF DATA - MISINFORMATION -- WOULD IT NOT BE BETTER TO PROVIDE TRAINING FOR THOSE WHO FEEL THEY WOULD LIKE TO LEARN SOME BASIC MACHINE SHOP PRACTICES? THEY MIGHT BECOME APPRENTICE MACHINISTS, JOURNEYMEN, OR SOMETHING ELSE - WHERE THAT

TRAINING IS USEFUL AND INDEED NECESSARY TO BUILD A SKILLED CAREER UPON.

DEMAND MODEL THINKING HAS SUCCESSFULLY CAUSED CANADA AND THIS PROVINCE THE GREATEST SHORTAGE OF COMPETENT AND SKILLED WORKERS IN OUR HISTORY BECAUSE MANPOWER DEMAND MODEL THINKING SUPPORTS THE NOTION THAT:

--- TRAINING SHOULD ONLY OCCUR AFTER THE JOBS HAVE BEEN IDENTIFIED AS THERE, WAITING IN BUSINESS AND INDUSTRY -- AFTER IT IS ALREADY TOO LATE TO RESPOND -- PERHAPS BY 5 OR MORE YEARS.

--- AN EVER-INCREASING AGGREGATION OF SKILL SHORTAGES, AS THE ECONOMY EXPANDS, CAN BE EASILY SOLVED IN THE FUTURE.

--- IMMIGRATION IS THE METHOD FOR SOLVING SKILL SHORTAGES -- AND THAT'S WHAT CONTINUES TO CAUSE CANADA'S GREAT ANOMALY OF JOBS WAITING, UNEMPLOYMENT STATISTICS, OUR OWN CITIZENS WANTING TRAINING AND NOT BEING ADMITTED TO COLLEGES/ INSTITUTES, WHILE INDUSTRY MUST CONTINUE TO RECRUIT SKILLED WORKERS OVERSEAS.

MANPOWER DEMAND MODEL THINKING, ITS ADVOCATES, AND THOSE WHO CONTINUE SUCH TINKERING WITH THIS APPROACH, AT GREAT PUBLIC EXPENSE, MUST BE REPLACED BY THE OPEN ACCESS TO TRAINING MODEL. THEN, THE RIGHTS OF THE INDIVIDUAL TO BECOME AN APPRENTICE, A JOURNEYMAN, A SKILLED WORKER WILL AGAIN BE RESTORED AND, IN TIME, CANADA AND CANADIANS WILL BE THE MAIN BENEFICIARIES OF OUR ECONOMY. THE ARGUMENT AGAINST

THE OPEN ACCESS TO TRAINING MODEL HAS BEEN THAT THE "MARKET WILL BE FLOODED". I SUBMIT, THERE IS LITTLE DANGER OF THAT HAPPENING BUT, IF IT DID, IS IT NOT BETTER TO HAVE A MARKETABLE SKILL LOOKING FOR A JOB TO FILL, THAN TO HAVE JOBS TO FILL AND NONE WITH A MARKETABLE SKILL?

A SCAN OF THE CLASSIFIED "HELP WANTED" ADVERTISEMENTS IN THE NEWSPAPERS AROUND THE PROVINCE IS INFINITELY MORE RELIABLE THAN THE PRESENT MANPOWER DEMAND MODEL PLANNERS AND THE IMPACT OF ITS OUTPUT UPON THE FUNDS MADE AVAILABLE FOR THE TRAINING AND UPGRADING OF A SKILLED WORKFORCE, DESPITE THE MILLIONS OF FEDERAL AND PROVINCIAL DOLLARS THAT HAVE BEEN SPENT ON THIS FORM OF THINKING AND PLANNING.

I BELIEVE IT ALSO FAIR TO POINT OUT THAT THE MANPOWER DEMAND MODEL IS NOT APPLIED TO PREVENT ACCESS TO ANY FORM OF POST-SECONDARY EDUCATION OTHER THAN TECHNICAL-VOCATIONAL-CAREER-TRADES TRAINING COURSES AND PROGRAMS. ADMISSION TO ANY UNIVERSITY IN CANADA IS A CHOICE MADE BY THE INDIVIDUAL --- ADMISSION TO OCCUPATIONAL AND TRADES TRAINING COURSES IS MADE FOR THE INDIVIDUAL.

MR. CHAIRMAN, I HAVE ENDEAVORED TO SHOW THE PRESENT GOVERNMENTAL STRUCTURES, BEARING ON VOCATIONAL, TECHNICAL, CAREER, TRADES AND OCCUPATIONAL TRAINING, ARE FILLED WITH DISINCENTIVES AND BARRIERS TO COMPLICATE ACCESS AND ADMISSION TO TRAINING FOR INDIVIDUAL CANADIANS. THE "SYSTEM" IS CLEARLY OVER-BURDENED WITH A PROLIFERATION OF NON-TRAINING, CONTROL-ORIENTED AGENCIES FROM OTTAWA TO VICTORIA.

MANPOWER DEMAND MODEL

THE DEMAND MODEL IS A FEDERAL STRATEGY THAT HAS LOCKED THE PROVINCES INTO FEDERAL/PROVINCIAL AGREEMENTS UNDER THE ADULT OCCUPATIONAL TRAINING ACT AND OTHER COST-SHARING MECHANISMS, SUCH AS THE FISCAL ARRANGEMENTS ACT.

BRIEFLY STATED, THE PRESENT FEDERAL/PROVINCIAL AGREEMENT STRUCTURE, CAST WITHIN DEMAND MODEL THINKING, SUPPORTED BY NUMEROUS FEDERAL AGENCIES, HAS:

1. MADE IT NECESSARY FOR EACH PROVINCE TO PUT SMALLER BUT MATCHING DEPARTMENTS INTO PLACE THROUGH PROVINCIAL GOVERNMENT MINISTRIES. THEY IN TURN HAVE CREATED MORE INTERMEDIARY AGENCIES, COMPOSED OF BOARDS, COMMISSIONS, COUNCILS, MANPOWER NEEDS COMMITTEES AND ALL OF THEIR SUB-COMMITTEES.

2. RESULTED IN THE FEDERAL-PROVINCIAL BUYER-SELLER RELATIONSHIP FOR VOCATIONAL TRAINING. SIMPLY PUT, IT WORKS THIS WAY:
   TAXES ARE COLLECTED IN BRITISH COLUMBIA. THEY FLOW TO OTTAWA. COST-SHARING AGREEMENTS ALLOW SOME OF THESE FUNDS TO FLOW BACK TO BRITISH COLUMBIA. IN THE CASE OF THE FEDERAL/PROVINCIAL AGREEMENT COVERING VOCATIONAL TRAINING, THE PROVINCE <u>CANNOT</u> DETERMINE ITS OWN PRIORITIES IN TRAINING BECAUSE IT CAN ONLY SELL TRAINING SPACES TO THE FEDERAL GOVERNMENT, WHO DETERMINE WHAT THEY WILL BUY --- FROM THE PROVINCE. THIS RESULTS IN THE PROVINCE

HAVING TO PRODUCE AND SELL ONLY WHAT THE FEDERAL AUTHORITIES WISH TO BUY, CAUSING A DISTORTION OF PROVINCIAL PRIORITIES IN TRAINING AND A SIGNIFICANT LOSS OF REVENUE TO THE PROVINCE AT THE END OF EACH FISCAL PERIOD, BECAUSE THE BUYER DIDN'T ALWAYS BUY IN SUFFICIENT QUANTITY TO CONSUME THE FUNDS AVAILABLE.

3. ASSUMED THERE IS NO NEED TO MAKE ALLOWANCES FOR THE STATE OF THE PROVINCIAL ECONOMY, WHETHER IT IS DEPRESSED, REMAINS STATIC OR BECOMES EXPANSIONARY, AS IN THE CASE OF BRITISH COLUMBIA.

4. FAILED TO TAKE INTO PROPER CONSIDERATION, AND MATCH WITH FUNDS, TO RESPOND TO FACTORS SUCH AS:
   -- TECHNOLOGICAL CHANGE;
   -- INCREASED JOB COMPLEXITY REQUIRING REVISED EDUCATION/ TRAINING STRATEGIES THAT ARE PROACTIVE RATHER THAN REACTIVE;
   -- RISING COSTS OF LABOUR IN THE PRODUCTION OF GOODS AND AND SERVICES;
   -- TIGHTER LABOUR LAWS;

   AND THE NEED TO CHANGE OUR APPROACH TO SKILLED WORKFORCE DEVELOPMENT FROM

   --- THE HIRE AND FIRE APPROACH

   TO

   --- THE TRAIN AND RETAIN APPROACH.

5. Confused the Nation with misinformation surrounding the question of MANPOWER PLANNING as a legitimate Corporate exercise to stay in business, as opposed to the implementation of the MANPOWER DEMAND MODEL approach to control both funding and admission to vocational training through the Federal/ Provincial Agreement infra-structure.

Mr. Chairman, it appears that the DEMAND MODELLERS, both Federal and Provincial, have TAKEN ONE VIEW OF THE FUTURE CONCERNING THE ECONOMY, THE DEVELOPMENT OF A SKILLED WORKFORCE AND THE FUNDING NEEDED FOR VOCATIONAL TRAINING ----- THEN PROCEEDED TO BUILD THE PLAN AROUND THIS VIEW --- WITH THE KNOWLEDGE THAT THE SYSTEM WOULD MAKE IT A SELF-FULFILLING PROPHECY.

With respect, the following recommendations are made:

SUMMARY OF RECOMMENDATIONS

1. Recommendation

   The Federal Government replace the present BUYER-SELLER relationship with a system of direct transfer payments to each of the Provinces for technical-vocational-trades-occupational training in post-secondary institutions and in industry, to meet skilled workforce developmental requirements in each Province.

2. RECOMMENDATION

THE FEDERAL GOVERNMENT TAKE SUCH STEPS, AS ARE IN THE INTERESTS OF CANADA AS A WHOLE, TOWARD DISMANTLING THE PRESENT OVERBURDEN OF NON-TRAINING AGENCIES WITHIN ITS MANPOWER POLICY PLANNING STRUCTURE, WITH THE OBJECT OF MAKING TRAINING FOR CANADIANS BOTH ACCESSIBLE AND AVAILABLE.

3. RECOMMENDATION

THE FEDERAL GOVERNMENT GIVE DUE CONSIDERATION TO INCREASING THE LEVELS OF FUNDS MADE AVAILABLE FOR VOCATIONAL TRAINING FOR CANADIANS, TO REPLACE THE PRESENT POLICY OF USING IMMIGRATION FIRST TO SOLVE CANADA'S SHORTAGES OF SKILLED WORKERS.

4. RECOMMENDATION

THE FEDERAL GOVERNMENT GIVE ITS CONSIDERATION TOWARD ENACTING LEGISLATION THAT GUARANTEES CANADIANS THE RIGHT TO BE TRAINED AND ADMITTED TO TRAINING PROGRAMS, LEADING TO EMPLOYMENT IN ANY OCCUPATION.

5. RECOMMENDATION

THE FEDERAL GOVERNMENT TAKE STEPS TO DEREGULATE, SHRINK AND SIMPLIFY EVERY ASPECT OF ITS OPERATIONAL AND ADMINISTRATIVE STRUCTURE RELATED TO THE FUNDING ARRANGEMENTS IN PLACE WITH THE PROVINCES, TO PROMOTE ACCESS TO TRAINING, IMPROVED UTILIZATION OF FUNDS AND INCREASED TRAINING OPPORTUNITIES.

6. Recommendation

The Federal Government take immediate and positive steps to remove the 12% Federal Sales Tax on all operating supplies and instructional equipment required in education/training delivery by Regional Colleges and Provincial Institutes in British Columbia and the other provinces of Canada.

APPRENTICESHIP

The Apprenticeship system is a "time-based" system cast within the MANPOWER DEMAND MODEL. It is a good system for some occupations, but it also mitigates against all other forms of technical/vocational training, which, from a learning perspective, may be more realistically structured. It lays claim to proprietary or patent rights to the knowledge required in thousands of occupations. The MANPOWER DEMAND MODEL, and those who think within the planning philosophy it dictates, say it is a waste of funds to provide a young person with basic electrical, machinist, mechanical, construction, electronic, piping instrumentation or other training, if they don't become apprentices and journeymen. Yet, that's exactly how those young people became office equipment service personnel, telephone workers, heavy equipment salesmen, building mechanical systems technicians, and construction estimators -- to name a few. What I'm saying is that apprenticeship into any of the 50 or so designated trades, cast in the MANPOWER DEMAND MODEL of the numerous agencies and related self-interest groups, is quite appropriate -- but does nothing for up to 1,200 peripheral and presently encaptured occupations surrounding each of the 50 or so trades as designated.

APPRENTICESHIP IS NOT A MAGIC METHOD --- IT'S AN ADMINISTRATIVE PROCEDURE BASED ON TIME, CONSISTING OF A SERIES OF EXPERIENCES AND HURDLES -- SOME GOOD -- SOME OUTMODED. AT THIS TIME, THERE IS NEED FOR MANY MORE APPRENTICES IN SOME OF THE 50 OR SO DESIGNATED TRADES. THAT NEED AGAIN WASN'T SEEN BY THE MANPOWER DEMAND MODEL ADVOCATES. THEY PERHAPS HAVEN'T SEEN EITHER THAT FOR EVERY 100 STUDENTS GIVEN TRAINING UNDER THE LABEL "PRE-APPRENTICE", LESS THAN 20 BECOME JOURNEYMEN. THE OTHER 80 WENT TO WORK IN RELATED OCCUPATIONS --- WHERE THEY COULD NOT HAVE SECURED A JOB WITHOUT THE TRAINING. THAT 80 MERELY TOOK THE LABEL OFF THE TRAINING --- GOT IT --- AND WENT TO WORK TO GROW IN THE SKILLED WORKFORCE.

EXPERIENCE SUGGESTS WE MUST:
"ENABLE AND SUPPORT INITIAL AND BASIC TECHNICAL/VOCATIONAL TRAINING". THE RESULT WILL BE BETTER CANDIDATES FOR APPRENTICESHIP, BECAUSE EACH WILL MAKE A PERSONAL CHOICE. THOSE WHO CHOOSE APPRENTICESHIP ARE IMPORTANT --- THOSE WHO DON'T ARE EQUALLY IMPORTANT, BECAUSE THEY ALSO MADE A PERSONAL CHOICE WHICH WAS A GOOD INVESTMENT TOWARD COMPETENCE IN THE WORKFORCE, --- PROTECTING THE RIGHTS OF THE INDIVIDUAL AND THE ECONOMIC WELL-BEING OF THE PROVINCE.

THE INVESTMENT NEEDED IS NOT JUST IN APPRENTICESHIP -- ALONE -- TRADES AS SUCH ARE ONLY ONE IMPORTANT ELEMENT OF THE WORKFORCE -- THE OTHER COMPONENTS OF THE SKILLED WORKFORCE ARE NUMERICALLY MANY TIMES GREATER.

TRAINING DURING APPRENTICESHIP

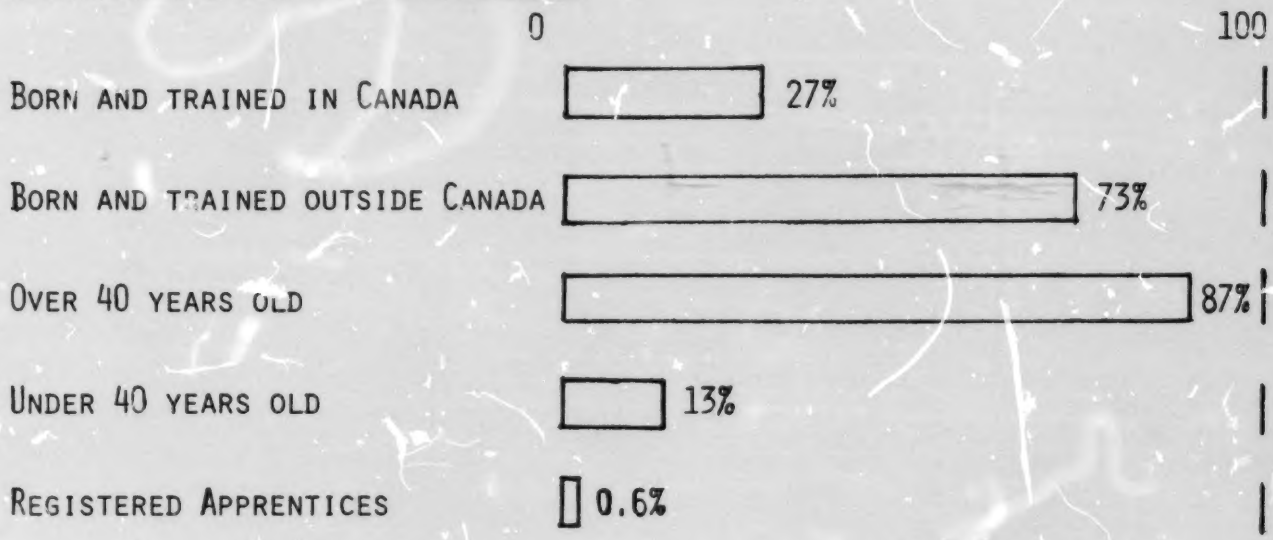
THE ACTUAL TRAINING AND ON-THE-JOB EXPERIENTIAL COMPONENTS OF THE PRESENT APPRENTICESHIP SYSTEM ARE IN MANY INSTANCES OUTMODED.

WITHIN THE APPROXIMATE 1,040 DAYS OF A FOUR-YEAR APPRENTICESHIP, NORMALLY 20 DAYS PER YEAR, FOR A TOTAL OF 80 DAYS, ARE DEVOTED TO TECHNICAL TRAINING GIVEN IN COLLEGES AND PROVINCIAL INSTITUTES. IN OTHER WORDS, 960 DAYS ARE "EXPERIENCE DAYS" -- ON THE JOB. IT WOULD APPEAR THAT THE NON-TRAINING EXTERNAL GROUP STRUCTURE BELIEVE A PROVINCIAL STANDARD FOR COMPETENCY CAN BE SET, BASED ON 80 DAYS OF TECHNICAL TRAINING, AS GIVEN OVER A FOUR-YEAR PERIOD IN THE COLLEGES AND PROVINCIAL INSTITUTES, WITHOUT PROPERLY MEASURING THE PERFORMANCE OR LEARNING ACQUIRED IN THE OTHER 960 DAYS. THE OVERALL LENGTH OF THE APPRENTICESHIP PERIOD SHOULD BE REVIEWED, WITH A VIEW TO DETERMINING MORE EXACTLY; WHAT MUST BE LEARNED FOR COMPETENCE, HOW SHOULD SUCH BE LEARNED, AND WHAT PROPORTION OF THAT CAN BE LEARNED ON THE JOB.

HISTORICALLY

OVER THE YEARS, CANADA'S SKILLED TRADESMEN WERE IMMIGRANTS -- BUT THEY'VE STOPPED COMING -- AND WE'RE SIMPLY NOT TRAINING ENOUGH CANADIANS TO BECOME APPRENTICES OR OTHER SKILLED WORKERS, TO REPLACE THEM.

PERCENTAGES OF CANADIAN WORKFORCE



CANADA HAS IGNORED ALL THE SIGNS POINTING TO A NEED FOR MORE TRAINING, TO MAKE MORE CANADIANS EMPLOYABLE. INDIVIDUAL COMPANIES HAVE NOT ALWAYS SEEN THE SIGNS OF A SKILLED WORKER SHORTAGE IN THEIR OWN OPERATIONS. SUCH SIGNS AT THE COMPANY LEVEL ARE THE START OF A REACTIVE SPIRAL THAT LEADS TO:

EXCESSIVE OVERTIME COSTS - ABSENTEEISM - RECRUITMENT;
PIRACY OF SKILLED WORKERS - PANIC OVER ATTRITION FACTORS;
DISTORTION OF SALARY STRUCTURE - HOARDING OF SKILLED WORKERS;
EXPANSION OF BACK-UP STAFF TO SUPPORT PERSONNEL DEPARTMENTS, PLANT COMMITTEES AND STAFF MORALE BUILDING

COST OF PRODUCTION GOES UP AND PRODUCTIVITY GOES DOWN AT THE COMPANY LEVEL AND THIS IS PASSED ON.

AT THE SAME TIME, GOVERNMENTS HAVE HISTORICALLY RESPONDED TO FOLLOW THE COMPANY LEVEL REACTIVE SPIRAL THROUGH:

INCREASED FUNDS FOR TRAINING	--- WHEN REDUCED NUMBERS AVAILABLE TO BE TRAINED;
INCREASED FUNDS FOR ALLOWANCE PAYMENTS	--- WHEN JOBS ARE AVAILABLE;
USED JOB CREATION STRATEGIES	--- WHEN JOBS WERE AVAILABLE;
USED PUBLIC FUNDS, EARMARKED FOR TRAINING	--- TO CORRECT REGIONAL DISPARITIES;
GROWTH IN RESTRICTIVE PRACTICES	--- LEGISLATED WHEN NONE WAS NEEDED;
OPENED THE FLOODGATES OF IMMIGRATION	--- WHILE CANADIANS CANNOT GET INTO THE SKILLED WORKFORCE.

THERE ARE NO EASY ANSWERS, MR. CHAIRMAN; BUT A GOOD MEASURE OF COMMON SENSE, VISIBILITY AND KNOWLEDGE OF THE JOB MARKETPLACE WOULD GO A LONG WAY. THE SHORT-TERM THINKING OF THE PRESENT SYSTEM OF RELATIONSHIPS IS A MAJOR CAUSE OF THE PROBLEM AND THAT SYSTEM MERELY FOCUSES ON DISCUSSING THE PROBLEM --- NOT SOME OF THE SOLUTIONS.

THERE ARE LESSONS TO BE LEARNED BY ALL OF US, IF WE ARE TO KEEP CANADA AS A WHOLE, GROWING TO MEET TODAY'S CHALLENGES, DESPITE THE EFFECTS OF YESTERDAY'S OMISSIONS IN THE DEVELOPMENT OF APPROPRIATE SUPPORT FOR TECHNICAL-VOCATIONAL TRAINING.

RECOMMENDATION

A MEAN TRAINING LEVEL SHOULD BE ESTABLISHED FOR FUNDING PURPOSES, AND THE MTL SHOULD BE DETERMINED ON THE BASIS OF POPULATION AND PROVINCIAL ECONOMIC GROWTH PROBABILITIES IN RESOURCE, MANUFACTURING, AND SERVICE INDUSTRIES INCLUDING SMALL BUSINESSES FOR EACH PROVINCE IN CANADA.

THE MAIN BENEFITS OF SETTING A REALISTIC MTL FOR FUNDING TRAINING OPERATIONS WOULD BE A DRASTIC REDUCTION IN THE EFFECTS OF CYCLICAL SWINGS WITHIN THE ECONOMY OF THE PROVINCES AND CANADA AS A WHOLE.

OPEN ACCESS TO TRAINING

MUCH HAS BEEN STATED ABOUT THE MANPOWER DEMAND MODEL AND ITS FEDERAL-PROVINCIAL IMPACT UPON THE CONTROL OF INDIVIDUAL CANADIANS SEEKING ADMISSION TO TRAINING.

IN CONTRAST, THE OPEN ACCESS MODEL IS SIMPLE. IT BASICALLY GIVES THE INDIVIDUAL FREEDOM TO SEEK, AND BE ADMITTED, TO ANY FORM OF OCCUPATIONAL TRAINING, UNIMPEDED. THE TRAINING AVAILABLE SHOULD BE BASED FIRST ON RELIABLE INFORMATION FROM THE VARIOUS INDUSTRIES AND THE CAREERS THEY HAVE TO OFFER. NEXT, THE KIND OF EDUCATION/ TRAINING NEEDED BY THE INDIVIDUAL TO PARTICIPATE AT ENTRY LEVELS OF CAREERS WITHIN THOSE INDUSTRIES SHOULD BE ESTABLISHED. THIS INVOLVES, TO A GREATER EXTENT THAN AT PRESENT, THE USE OF:

INITIAL TRAINING EXPERIENCES;
SANDWICH-TYPE COURSES;
MODULARIZED CURRICULUM;
APPLICATION OF TECHNOLOGY TO TRAINING;
SELF-PACED LEARNING PACKAGES;
TRAINING IN INDUSTRY;
INDUSTRY IDENTIFICATION TRAINING.

TO ACCOMPLISH SOME OF THESE OBJECTIVES IN TRAINING, THERE MUST BE A MASSIVE INFUSION OF PROGRAM DEVELOPMENT FUNDS INITIALLY, FOLLOWED BY A GREATLY REDUCED ANNUAL EXPENDITURE TO MAINTAIN THE PROGRAM MATERIALS WITHIN THE CONTEXT OF INDUSTRY CHANGE.

RECOMMENDATION

THE TASK FORCE GIVE ITS CONSIDERATION TO MAKING A RECOMMENDATION TO THE FEDERAL GOVERNMENT THAT FUNDS FOR THE DEVELOPMENT OF TRAINING PROGRAMS CURRICULUM AND TEACHING/LEARNING MATERIALS BE MADE AVAILABLE TO EACH OF THE PROVINCES, IN SUPPORT OF VOCATIONAL TRAINING AND THE DEVELOPMENT OF A SKILLED WORKFORCE.

SOCIO-ECONOMIC FACTORS

THE 1940 TRADE SCHOOL APPROACH TO THE EDUCATION/TRAINING NEEDS OF CANADIANS CANNOT BE CONTINUED. IN CANADA, THERE ARE UP TO 600,000 PERSONS WHO ARE EITHER UNEMPLOYED OR UNDEREMPLOYED IN THE 19 - 25 YEAR AGE GROUP. SOCIALLY, THAT IS UNACCEPTABLE, AND FORMS A PORTION OF THE BASIS FOR RISING COSTS FOR WELFARE, PRODUCTION,

DISSENT AND FRUSTRATION AMONG THAT GROUP. AT THE SAME TIME, AT FEDERAL POLITICAL LEVELS, CANADA IS BEING TOLD IT MUST PLAN TO RECRUIT 500,000 IMMIGRANTS TO SOLVE ITS SKILLED WORKER SHORTAGES.

IF, WITHIN CANADA, WE SUCCEED IN MAKING TRAINING OPPORTUNITIES AVAILABLE FOR CANADIANS, TO ALLOW THEM TO COMPETE FOR AVAILABLE JOBS, THE BENEFITS WOULD BE IMMEASURABLE. THEN, IMMIGRATION TO FILL REMAINING SKILLED WORKER REQUIREMENTS WOULD BE PALATABLE AND ACCEPTABLE SOLUTIONS FOR THE COUNTRY.

MEMBERS OF THE TASK FORCE, AS YOU STUDY AND CONSIDER THE ADVICE OF WELL-INTENTIONED GROUPS AND INDIVIDUALS ACROSS THIS GREAT NATION, I WOULD RESPECTFULLY ASK THAT YOU INCLUDE THE FOLLOWING SUMMARY IN YOUR THINKING. IN CANADA WE MUST:

1. DISMANTLE MANPOWER DEMAND MODEL THINKING AND STRUCTURE AS AN UNWORKABLE AND UNREALISTIC STRATEGY FOR MEETING THE TRAINING REQUIREMENTS OF TODAY'S SOCIETY AND THOSE OF THE 1980's.

2. PURSUE A COURSE OF ACTION WHICH WOULD TEND TO REDEFINE AND ESTABLISH FEDERAL AND PROVINCIAL ROLES IN THE DELIVERY OF EDUCATION/TRAINING FROM A FUNDING PERSPECTIVE, WITHOUT PRIORITIES DISTORTION.

3. END THE BUYER-SELLER RELATIONSHIP WITHIN THE PRESENT FEDERAL/ PROVINCIAL COST-SHARING AGREEMENT, BEARING ON ADULT OCCUPATIONAL TRAINING. THERE IS A HISTORY OF THE SELLER BEING UNABLE TO

MEET THE TERMS OF THE BUYER. THIS CAUSES THE BUYER NOT TO BUY AND THE TRAINING DOLLARS DON'T ENTER THE PROVINCES IN FULL MEASURE --- TO THE DETRIMENT OF THOSE IN NEED OF A TRAINING OPPORTUNITY.

4. THROUGH THE LEGISLATIVE PROCESS, IF NECESSARY, SUPPORT THE RIGHT AND FREEDOM OF INDIVIDUAL CANADIANS TO BE ADMITTED TO TRAINING FOR ANY OCCUPATION, CAREER, OR VOCATION ON AN UNIMPEDED BASIS, AND INCREASE THE NUMBER OF TRAINING OPPORTUNITIES THAT CAN BE MADE AVAILABLE.

5. REMOVE THE APPLICATION OF FEDERAL SALES AND MANUFACTURING TAXES, TO EDUCATION/TRAINING OPERATIONS, AS FUNDED WITHIN THE PROVINCES OF CANADA.

6. ENCOURAGE NEW AND INNOVATIVE TRAINING DELIVERY METHODS THROUGH THE INFUSION OF PROGRAM/CURRICULUM DEVELOPMENT FUNDING.

7. DECENTRALIZE, DEREGULATE AND SIMPLIFY FUNDING SYSTEMS AND THE IMPACT OF NON-TRAINING AGENCIES TO ENABLE THOSE WHO TRAIN --- TO TRAIN.

8. ADOPT THE OPEN ACCESS TO TRAINING MODEL TO RESTORE THE RIGHTS OF THE INDIVIDUAL TO PURSUE SOCIAL, CULTURAL AND CAREER TRAINING/EMPLOYMENT, IN KEEPING WITH THE ASPIRATIONS OF THE PERSON(S) INVOLVED.

9. In co-operation with Provincial Ministries, determine ways and means for cost-sharing career preparation training for students in secondary schools, grades 10, 11, 12. Allocation of funds for secondary/post-secondary articulated training, using the career-ladder curriculum approach, would be a positive initiative for discussion with the provinces from a constitutional perspective.

10. Make TECHNICAL-VOCATIONAL EDUCATION an EQUAL AND INTEGRAL COMPONENT OF THE OVERALL EDUCATIONAL SYSTEM, for cost-sharing purposes between the Government of Canada and each of the provinces. In keeping with such, the Government of Canada and each of the provinces should take positive steps to remove the present vocational training labels, such as MANPOWER, PRE-APPRENTICE and PRE-EMPLOYMENT TRAINING, and all TRAINING before employment should remain clearly outside of the Collective Bargaining process.

11. End the discriminatory practice of denying equal access to financial assistance, loans and grants in aid, for students attending technical-vocational courses of less than 26 weeks' duration. It must be recognized that every student graduate, who enters the workforce upon completion of training, returns to the Government in the form of income and other taxes the cost of their training in less than two years.

12. TAKE POSITIVE AND DECISIVE STEPS TO PROVIDE NECESSARY FUNDING FOR THE TRAINING REQUIREMENTS OF MORE AND MORE WOMEN, TO ENTER THE SKILLED WORKFORCE IN TRADITIONALLY MALE OCCUPATIONS.

13. ENDEAVOR TO MEET THE REQUIREMENTS OF STUDENTS FOR AFFORDABLE STUDENT HOUSING WHILE ATTENDING INITIAL TRAINING COURSES AND UPGRADING TRAINING TO MEET THE CHALLENGES OF TECHNOLOGICAL CHANGE.

14. RECOGNIZE THAT THE TIME FOR IMPLEMENTING CHANGES IN FEDERAL AND PROVINCIAL PRIORITIES, THINKING AND FUNDING STRUCTURES, TO ENABLE THE INITIAL TRAINING REQUIREMENTS, GROWTH AND DEVELOPMENT OF THE CANADIAN SKILLED WORKFORCE IS AT HAND; AND A FAILURE TO ACT DECISIVELY CAN ONLY RESULT IN A NEGATIVE SOCIO-ECONOMIC IMPACT UPON CANADA AS A WHOLE.

CONCLUDING COMMENTS

MR. CHAIRMAN AND MEMBERS OF THE PARLIAMENTARY TASK FORCE, I WISH TO DRAW MY PRESENTATION TO A CLOSE WITH AN ANALOGY OF THE PRESENT --- AND A HOPE FOR THE FUTURE.

FIRSTLY -- APPLICATION OF THE PRESENT SYSTEM OF CONTROL, FUNDING AND TRAINING DELIVERY, RESULTING LARGELY FROM FEDERAL RELATIONSHIPS UPON THE PROVINCE, CAN BE LIKENED TO THE GENIUS WHO WANTED TO ASSEMBLE THE BEST AUTOMOBILE IN CANADA. HE USED:

--- A DATSUN CARBURETOR

--- A FORD REAR END

--- A CHEVROLET ENGINE

--- A CITROEN SUSPENSION SYSTEM

--- A CHRYSLER TRANSMISSION

--- AND FOUR WHEELS FROM A CADILLAC.

THE PARTS COULD NOT BE PUT TOGETHER TO MAKE A CAR THAT WAS FUNCTIONAL, SAFE AND ROADWORTHY. SO IT IS WITH THE PRESENT STRUCTURE FROM THE PERSPECTIVE OF THE INDIVIDUAL DUE TO NEEDLESS COMPLEXITIES.

MAY I ENCOURAGE THE TASK FORCE IN ALL ITS DELIBERATIONS TO AVOID ANY STRATEGY THAT WOULD FURTHER COMPLICATE THE RELATIONSHIPS THAT BEAR ON THE FUNDING AND DELIVERY OF TECHNICAL-VOCATIONAL TRAINING FOR THE CITIZENS OF CANADA. MAY I ALSO CONCLUDE, MR. CHAIRMAN, BY SAYING THAT ALL OF US AT THE PACIFIC VOCATIONAL INSTITUTE ARE MOST PLEASED TO HAVE BEEN GIVEN THIS OPPORTUNITY FOR STATING OUR VIEWS ON THIS IMPORTANT AND TIMELY SUBJECT. WE STAND READY TO ASSIST YOU AND THE TASK FORCE MEMBERS AT ANY TIME REQUESTED. THANK YOU VERY MUCH,

HENRY E JUSTESEN
PRINCIPAL AND
CHIEF EXECUTIVE OFFICER
PACIFIC VOCATIONAL INSTITUTE
OCTOBER 6, 1980

ERIC Clearinghouse for Junior Colleges JUL 20 1984